

# **Bureau of Elder & Adult Services**

**Department of Human Services**

**State of Maine**



## **Senior Community Service Employment Program State Plan**

**April 2004 – April 2005**

John Elias Baldacci  
Governor

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The Senior Community Service Employment Program  
State Plan  
is available on the Internet.

Point to:

<http://www.maine.gov/dhs/beas>

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# **Senior Community Service Employment Program**

## **Introduction:**

The Senior Community Service Employment Program (SCSEP) is a part-time training program for low-income persons age 55 or over. Program participants are placed at local 501 (c)(3) non-profit and government agencies for training and are paid the higher of the Federal or State Minimum Wage. The participant will be expected to try a variety of experiences while preparing to transition into the workforce. The training will include an actual community service activity in addition to classroom offerings, topical work related seminars, Career Center related exercises such as classes on resume writing and interviewing skills in addition to computer training. We will provide participants that have not finished high school the opportunity to enroll in GED classes as well as Adult Education and Community College offerings.

Enrollment priority is given to persons over age 60, Veterans, and qualified spouses of veterans who have the greatest economic and social needs. One of the major goals of the SCSEP is to increase the individuals self worth.

SCSEP is authorized under Title V of the Older Americans Act of 1965; the law was recently amended by the Older Americans Act of 2000. The U.S. Department of Labor's Employment & Training Administration administers SCSEP.

The State of Maine has been allocated 372 training slots for 2003-04. These positions are equally distributed throughout the sixteen counties based on the number of people in the county over age 55 and the number of people that fall within 125 % of the Federal Poverty Level.

## **Section 1. Plan Participation.**

The State of Maine's Bureau of Elder and Adult Services (BEAS), the State Unit on Aging in Maine, has been delegated by Governor John Elias Baldacci to develop the 2004-2005 State Plan for the Senior Community Service Employment Program.

On January 28, 2004 BEAS began preparations for developing the State Plan with an email to the Prime Sponsors of SCSEP in Maine. Comments were solicited at that time and discussion occurred at the quarterly Prime Sponsors meeting February 19, 2004.

During this meeting, it was agreed that for this State Plan the review and comment of the Workforce Investment Boards (WIBs) to a plan developed by BEAS would meet the requirement of collaboration among the Title V grantees and the State and Local WIBs.

The plan was also posted on the BEAS Website. In addition two Public Hearings were held in Bangor and Augusta to obtain Public Comment March 15, 2004. Ten current SCSEP participants also reviewed the State Plan in a Town Meeting format

March 16, 2004. The plan was modified as needed based on comments received from interested parties.

## **Section 2. Involvement of Organizations and Individuals.**

The involvement of the following groups and/or individuals is outlined below:

- a. The BEAS prepared the initial draft State Plan and enlisted comments from Maine's five Area Agencies on Aging, Catholic Charities Maine and Waldo Community Action Partners.
- b. State and Local Boards under the Workforce Investment Board.

- c. Each Title V grantee operating in the State had an opportunity for input into the initial draft State Plan at the Public Hearings and through email in mid March 2004.
- d. Non-profit providers of employment services were provided an opportunity to review and submit comments on the draft plan through the BEAS website. In addition, members of the recently created Older Worker Subcommittee of the Maine Jobs Council were sent emails including the draft and asked to comment.
- e. Grantees under Title III of the OAA were notified via email that the draft of the State Plan was available at the BEAS website.
- f. Affected communities were able to access the plan via the BEAS website. The BEAS website is an independent site; in addition it has a link off the State website and receives a substantial amount of activity not only from employers but from consumers.
- g. Underserved Older Individuals were not sent a draft they were however notified about the State Plan through a hearing notice published in various State newspapers.
- h. Community-based organizations serving older individuals had access to the Plan through the internet and committee involvement.
- i. Business organizations such as the Chamber of Commerce had access through a member serving on the Seasoned Workers Committee from Rockland, Maine.

- j. Labor organizations and safety organizations concerned with workplace safety had access to the State Plan draft from an email sent to a committee member.
- k. Other educational organizations and WIA organizations were provided an opportunity to review and comment on the draft State Plan through the BEAS website and email.

### **Section 3. Comments.**

The State Plan was reviewed by the organizations discussed in Section 2. In future years, the State Plan will continue to be available at Public Hearings and at the Bureau of Elder & Adult Services website.

#### **Questions and Comments**

**Question/Comment:** Was information from the 2000 Census used in developing this plan?

**Response:** The 2000 Census Data was used to provide us with pertinent facts on the older workforce. We have also used other sources (See Appendix B).

**Question/Comment:** Why do you call an informational meeting to inform seniors about SCSEP a Hearing? It would be recommended you call it something else.

**Response:** In the future we will call the meeting an "Informational Meeting" instead of a "Hearing" unless it has more legal activities associated with it.

**Question/Comment:** What are Unsubsidized Placement Goals?

**Response:** Unsubsidized Placement Goals represent one of the Performance Measures established by the U.S. Department of Labor to help determine the effectiveness of the SCSEP. The goal of placing 20 % of our participants in full or part-time employment annually has been the minimum goal for each State program. The other Prime Sponsors or National Grantees traditionally have had higher requirements. Many participants have multiple challenges, especially those who are older and have not been exposed to the offices of today and computers, email, fax machines, copiers and multi line telephone systems. It takes longer to bring these participants along to the point where they are ready and comfortable for job interviews in the unsubsidized arena. It also takes more resources, supervisory time, etc. for the SCSEP sub-grantees to work with these participants. We have many participants who have severe social and economic needs that might require them to remain on the program longer than others.

**Question/Comment:** Can a person who takes an Unsubsidized Job come back into the SCSEP if the job doesn't work out?

**Response:** A person who takes an Unsubsidized Position that doesn't work out can re-enter SCSEP as long as their income meets the guidelines and if there is a position available. In addition we can place them on a waiting list or suggest they contact one of the other Prime Sponsors.

**Question/Comment:** Who are the participants in the SCSEP and how do they qualify?

**Response:** Traditionally participants are people age 55 and over whose household income falls within 125% of the Federal Poverty Level. In addition many participants receive food stamps, rent subsidy, and heating assistance. Many of the participants are SSI or SSDI recipients. A growing number are looking for our assistance that have been on Unemployment Insurance after losing their jobs because of plant closings or jobs lost to foreign countries. Veterans and spouses of deceased veterans are a priority as are those people over age 60, in addition to those over the age of 55 who have the greatest economic and social barriers to employment.

**Question/Comment:** What does "SCSEP" stand for?

**Response:** The acronym, "SCSEP," stands for the Senior Community Service Employment Program.

**Question/Comment:** The USDOL should consider the local job market when requiring increased unsubsidized placements.

**Response:** The 20% unsubsidized placement goal is established in the Federal SCSEP Regulations. They do consider the local job market and economic conditions however they must have some minimum production requirements.

**Question/Comment:** How long can a participant keep their training position?

**Response:** There is no length of service requirement in the regulations. The goal is to assist participants become job ready; when they are job ready it will be time for them to

move to an Unsubsidized Job. The participants are encouraged, from the time they enter the program, to register at the Career Center, review the help wanted section of their local newspapers, search the internet job sites, and sign up with local employment agencies.

**Question/Comment:** What does "rotation" refer to in the SCSEP?

**Response:** We ask participants to make a list of at least five jobs they might like to do. We try to match up their SCSEP assignment at a host site to one or more of these interests. We tell them at the time of enrollment that they will be moved every three to six months in order to be exposed to different work settings and technology, in addition to different co-workers. Hopefully as they rotate they will find an employer that will hire them. Some participants may have to remain longer at a site than others.

## Section 4. Plan Provisions.

### ***a. Basic Distribution of SCSEP Positions.***

The Equitable Distribution Report was prepared jointly by SCSEP sponsors in Maine in accordance with Older Worker Bulletin 03-03 and as required by Section 508 of the Older Americans Act. Title V positions in Maine are allocated to three (3) Prime Sponsors covering all sixteen (16) counties. The entire Equitable Distribution Report submitted on October 1, 2003 is attached to this State Plan along with the names and addresses of the three Prime Sponsors of SCSEP as Appendix A.

### ***b. Rural Populations.***

Maine is largely a rural State. People, particularly in the rural area and in the State legislature often refer to Maine as "Two Maines". One Maine is the southern, central, and lower coastal region, where approximately 70% of the population lives. The "other" Maine is the northern, and western mountain areas and the upper portion of the coastal region. This area has been devastated by the loss of manufacturing jobs in the last five years in addition to an out-migration of many of their young people in search of employment. Traditionally this area has not had a diversified economy which now has resulted in high unemployment and a substantial amount of poverty. Rural Maine lacks transportation services and the infrastructure to attract industry.

### ***c. Special Populations.***

To comply with Section 503(a)(4)(C) of the Older Americans Act, the BEAS uses available statewide data from the U.S. Census Bureau:

- 1) 2000 Census data shows that 65.15% of eligible individuals are below the Federal poverty level. As of 12/30/2000, 85.9% of SCSEP participants in Maine were below the Federal poverty level.

- 2) The 2000 Census shows:

Race of Maine Residents, All Ages	Number	Percent
White only	1,236,014	96%
Black or African-American only	6,760	1%
American Indian or Alaskan Native only	7,098	1%
Asian only	9,111	1%
Native Hawaiian or Other Pacific Islander only	382	0%
Some other race only	2,911	0%
Two or more races	12,647	1%
Total Maine Population, all ages	1,274,923	100%
Source: U.S. Census Bureau, 2000 Census		

- 3) The projections from the 2000 Census indicate that 49.21% of eligible individuals are disabled; 16.85% have limited English speaking ability; and 55.98% are rural residents. Of those eligible individuals age 55-59, the Census shows only 10.03% are disabled. A rapid rise in disability status occurs for those eligible individuals age 75 or over; the Census shows 58.8% of those 75 or over are disabled.
- 4) As of 12/31/2003, 7.8% of Title V participants in Maine were disabled. 7.56% of participants were veterans. Many participants, however, have physical or mental limitations they do not consider to be a disability. Other participants choose not to respond to this question and do not want to be considered “disabled” for personal reasons. Currently, the Quarterly Progress Report (QPR) does not capture the level of English speaking ability. All current participants speak English at some level; many are fluent in French.

Verification of statistical information in b.1 and b.3 can be found in the memorandum from Gene Lester, dated March 30,2001 (Appendix B).

#### ***d. Type of Skills.***

SCSEP participants in Maine possess varied skills. Participants come to the SCSEP with skills in office work, homemaking, driving, cooking, and nursing, to name a few.

Participants are assessed individually to determine what skills, talents, and interests they possess. The SCSEP supervisor and the participant then discuss how their skills, talents, and interests might translate into employment. An Individual Employment Plan is completed for each participant. Title V sponsors have found many SCSEP participants come into the program lacking computer knowledge and experience. Participants often need computer training in order to prepare them for today's job market.

#### ***e. Community Service Needs.***

Community service needs are determined by the local non-profit community service agencies requesting SCSEP participants. The SCSEP Job Developers will try to match up a community service assignment with the interest of the SCSEP participant indicated on the Individual Employment Plan, personal interview and their assessment.

#### ***f. Coordination with Workforce Investment Act.***

A representative from the Bureau of Elder & Adult Services (BEAS) and the Prime Sponsors attend meetings of the Maine Jobs Council (State WIB) and all three Prime

Sponsor representatives participate quarterly on the Older Workers sub-committee of the Maine Jobs Council established July 2003. The Older Worker sub-committee chairperson now reports quarterly at the Maine Jobs Council meeting. It is a goal of the Prime Sponsors to have a voting seat on the MJC to represent the issues of the population we deal with in Maine. Each of the four local WIB's have a SCSEP partner serving as a member of the board. The local WIB's have been developing their five year plans, and SCSEP partners have been actively involved in the process. The Prime Sponsors have Memorandums of Understanding (MOU) with the Career Centers and other WIA partners.

### ***g. Avoidance of Disruptions***

All three of the Prime Sponsors in Maine have an agreement in place that if we need to shift the distribution of participant slots because of a shift in the population we will do so. The Prime Sponsors meet quarterly and we discuss issues that need to be addressed. The Equitable Distribution Report is sent to the U.S. Department of Labor annually. We review our participant numbers with each other and we maintain email and telephone contact regularly.

## **Section 5. Plan Recommendations.**

**Recommendation #1** – It is recommended that USDOL urge the State Department(s) of Labor to call all stakeholders together that receive funds related in any way to the job market to meet and see how they can best serve the needs of employers and job seekers.

There is a great deal of money that goes to every state in the form of grants and allocations for education and training for many segments of the population both public and private. Someone in each state should know the dollars that come in and for what reason. If we could bring these people together outside of the local WIB's and the MJC we may find a piece that would assist in getting more people better trained, better educated and back into the workforce.

**Recommendation #2** – It is recommended that USDOL review the conflict between the expectations for increased placements while requiring SCSEP grantees to enroll people in the greatest economic and social need. The participants with the greatest need may have the greatest number of barriers to employment. We are finding in Maine that many of the services required by segments of our population have long waiting lists. We need direction on how to deal with issues like this. Case in point: the Vocational Rehabilitation Program has a six (6) to twelve (12) month wait for services. Since we are charged to meet the needs of people that are amongst the most difficult to serve we need our participants to see these professionals for assessments.

**Recommendation #3** – It is recommended that USDOL consider the states that pay a higher than Federal Minimum Wage when determining their Performance Measures. States paying a higher minimum wage cannot fill all the slots yet their Unsubsidized Placement Rate is based on the participant slots allocated, as is the Percent Served.

**Recommendation #4** – It is recommended that USDOL work closely with other Cabinet level departments to jointly attempt to agree on ways to assist the population in SCSEP and other difficult to serve populations, by creating incentives for people to return to Unsubsidized Employment. Many of our participants want to get off subsidies however there is little incentive for them to do so. If the Departments of Labor, Housing, and Agriculture could combine efforts to extend a "transition period" for people coming off subsidized employment before their new wages are counted against their food stamps, rent subsidy or heating assistance; a part of our population may take this incentive. After a twelve to twenty-four month transition period they should have adjusted to the higher income, gone beyond the traditional waiting period for employee benefits, and the new work atmosphere would have taken hold. Currently HUD has addressed this issue with those tenants in training programs with the Earned Income Disregard Program. This same program however has not been extended to those in the Rural Housing Programs. It would appear that this prevents a certain population from shedding the subsidy route for an Unsubsidized Job.

**Recommendation #5-** It should be a requirement in the WIA Regulations that every State, have a SCSEP Prime Sponsor representative appointed to the State Workforce Investment Board to represent the issues facing the population we deal with. The participants with the greatest social and economic challenges need to have a voice and they need to be able to access the services all residents are able to access.

## Appendix A

### Equitable Distribution Report Search Results For Maine

County: Androscoggin County, ME  
Distribution 0.0873  
Factor:  
Equitable 32

County: Aroostook County, ME  
Distribution 0.0991  
Factor:  
Equitable 37

County: Cumberland County, ME  
Distribution 0.1408  
Factor:  
Equitable 52

County: Franklin County, ME  
Distribution 0.0249  
Factor:  
Equitable 9

County: Hancock County, ME  
Distribution 0.0397  
Factor:  
Equitable 15

County: Kennebec County, ME  
Distribution 0.0945  
Factor:  
Equitable 35

County: Knox County, ME  
Distribution 0.0314  
Factor:  
Equitable 12

County: Lincoln County, ME  
Distribution 0.0265  
Factor:  
Equitable 10

County: Oxford County, ME  
Distribution 0.0502  
Factor:  
Equitable 19

County:	Penobscot County, ME
Distribution	0.1166
Factor:	
Equitable	43
County:	Piscataquis County, ME
Distribution	0.0234
Factor:	
Equitable	9
County:	Sagadahoc County, ME
Distribution	0.0168
Factor:	
Equitable	7
County:	Somerset County, ME
Distribution	0.0521
Factor:	
Equitable	19
County:	Waldo County, ME
Distribution	0.0342
Factor:	
Equitable	13
County:	Washington County, ME
Distribution	0.0513
Factor:	
Equitable	19
County:	York County, ME
Distribution	0.1113
Factor:	
Equitable	41

Please fill in the current number of positions for your state and for each national grantee within your state. Totals and differences will calculate automatically. Adjust column widths as needed. (You may remove columns for national grantees that are not represented in your state.) Save the file and return a copy by e-mail to: [gibson.gale@dol.gov](mailto:gibson.gale@dol.gov)

County	Distribution Factor	Equitable Share	State	AARP	ABLE	ANPPM	ES	EW	MS	NAPCA	NCBA	ABLE NCOA	NICOA	SER	SSA	USFS	Totals	Diff.
Androscoggin County, ME	0.0873	32	8									27					35	3
Aroostook County, ME	0.0991	37	15									23					38	1
Cumberland County, ME	0.1408	52	9									39					48	-4
Franklin County, ME	0.0249	9	2									9					11	2
Hancock County, ME	0.0397	15	2									13					15	0
Kennebec County, ME	0.0945	35	9									25					34	-1
Knox County, ME	0.0314	12	4									8					12	0
Lincoln County, ME	0.0265	10	2									2					4	-6
Oxford County, ME	0.0502	19	1									14				6	21	2
Penobscot County, ME	0.1166	43	4									39					43	0
Piscataquis County, ME	0.0234	9	1									8					9	0
Sagadahoc County, ME	0.0168	7	1									6					7	0
Somerset County, ME	0.0521	19	2									12					14	-5
Waldo County, ME	0.0342	13	10									10					20	7
Washington County, ME	0.0513	19	2									16					18	-1
York County, ME	0.1113	41	5									38					43	2
<b>TOTALS:</b>	<b>1.0000</b>	<b>372</b>	<b>77</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>289</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6</b>	<b>372</b>	<b>0</b>

**Contacts:**  
**Senior Community Service Employment Program (SCSEP)**  
**Prime Sponsors**  
**in Maine**

**Bureau of Elder and Adult Services**

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Email: mary.walsh@maine.gov and james.mcgrath@maine.gov

Counties: Statewide

**The National Council on the Aging**

647 Main Street  
Bangor, ME 04401

Contacts: Dan Muth, Project Director

207-945-6073, 1-800-655-6073, FAX: 207-947-8411

Email: danielmuth@midmaine.com

Counties: Statewide

**U S Forest Service**

White Mountain National Forest  
719 Main Street  
Laconia, NH 03246

Contact: Greg Melton, Forest SCSEP Program Coordinator, 603-528-8756

TTY: 603-536-3281 FAX: 603-528-8783

Email: gkmelton@fs.fed.us

Counties: Oxford

addresschart 12-22-03

**Appendix B**

**MEMORANDUM**

March 30, 2001

From: Gene Lester

To: State Title V Program Directors

Subj: Statistical Information

At the request of Mr. Gibson from the Department of Labor, I have put together some statistics that may or may not be helpful to you as you work on the State Plan for SCSEP

I used 1990 census information (the 2000 census info is not available yet) to project the number of eligible persons in your state and to come up with the percentages in the report for the various categories. The percentages in the Title V column are taken from the total number of current enrollees for your state (National and State project combined) as reported on the December 30, 2000 QPR.

The two percentages for each category may be of help to you in developing the state plan.

If you have any questions about the information you can contact me at:

Also I do have the census data by county. If you need the county data let me know and we will work something out to get that information to you.

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Truth or Consequences, NM 87901

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**MAINE**

**STATISTICAL COMPARISON  
CENSUS DATA TO CURRENT TITLE V ENROLLMENT**

TOTAL POPULATION OF PERSONS 55 AND OVER – 395,345

TOTAL NUMBER OF ELIGIBLE PERSONS = 60,251

TOTAL CURRENT TITLE V ENROLLMENT = 205

<b>ITEM</b>	<b>CENSUS (%)</b>	<b>TITLE V (%)</b>
<b>BELOW POVERTY</b>	65.15	85.90
<b>ORIGIN</b>		
White	99.10	98.36
Black	.16	0.00
Hispanic	.02	.98
American Indian	.16	.33
Asian/Pacific Islander	.56	.33
<b>GENDER</b>		
Male	33.19	20.66
Female	66.81	79.34
<b>EDUCATION</b>		
8 <sup>th</sup> Grade or Less	30.92	8.52
Grade 9 – 11	24.64	8.20
High School Graduate	29.37	52.46
1 – 3 Years College	10.66	19.02
College Grad or Higher	4.41	11.80
Disabled	49.21	13.77
<b>AGE GROUP</b>		
55 – 59	10.03	14.43
60 – 64	8.31	21.31
65 – 69	9.68	32.46
70 – 74	13.18	16.39
75 or Over	58.80	15.41
Limited English Speaking	16.85	N/A
Veteran	16.59	12.79
Rural Residents	55.98	N/A

Notes: Census information is projected from the 1990 Census data. Title V information is taken from the current enrollment of all Title V projects in the state as of 12/30/2000. Limited English speaking statistics were not available from all of the Title V Sponsors.